THE SECRETARY OF STATE WASHINGTON



January 17, 1973

CONFIDENTIAL

Dear Dick:

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Our Cabinet Committee to Combat Terrorism has made an auspicious start. The challenges posed by the upsurge of international terrorism have been brought into focus and a well-coordinated federal response has been organized. Your representatives, particularly have contributed significantly to the deliberations of the Committee's Working Group.

In echoing the appreciation of the President, expressed in his memorandum of December 5, I look forward to continued progress in 1973, based on the fine teamwork which is now well established.

Sincerely,

Villiam P. Rogers

Enclosures:

Key CCCT Documents

The Honorable
Richard Helms,
Director of Central Intelligence.

DOJ and State Department review(s) completed.

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Approved For Release 2003/05/29: CIA-RDP80B01495R001400010001-5

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CABINET COMMITTEE TO COMBAT TERRORISM

Key Documents

- 1. October 27 Statement of Basic Responsibilities
- 2. Administrative Machinery for Dealing with Terrorist Acts
- Understanding between Departments of Justice and Defense
- 4. Investigative Jurisdiction Pursuant to PL 92-539
- 5. November 7 Report to the President
- 6. January 8 Report to the President
- 7. The President's Memorandum of Appreciation

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Responsibility in the Event of Terrorist Attacks

The full resources of the Government must be employed to deal with terrorist attacks to insure to the fullest extent that possible terrorist efforts are frustrated, innocent victims are rescued and the terrorists are apprehended.

In the event of any terrorist attack which falls under Federal jurisdiction, the FBI will assume primary responsibility immediately upon being advised of such an act. The only exception to this assignment of responsibility has already been delineated in an agreement between the Department of Transportation and the Department of Justice regarding aircraft hijacking situations.

All Federal Departments and Agencies will assist the FBI in every appropriate way.

To the maximum extent possible, the Department of State, and through it foreign governments whose nations or property may be affected by the terroristic act, will be consulted with regard to action to be taken.

(With CONFIDENTIAL Attachment)

DEPARTMENT OF STATE Approved For Release 2003/05/29 : CIA-RDP80B01495R001400010001-5 Washington, D.C. 20320

October 27, 1972

TO : Members of the Working Group

Cabinet Committee to Combat Terrorism

FROM : Armin Meyer, S/CCT

Department of State

SUBJECT: Administrative Machinery for Dealing

with Terrorist Acts

The attached standard procedures for dealing with acts of international terrorism reflect the decisions made at the October 25 meeting of the Working Group.

These procedures should be considered to be in effect as of this date. Would you please ensure that your Department or Agency is fully alerted to them?

As I mentioned at the October 25 meeting, Assistant Secretary Joseph Donelan is designated as chairman of the Emergency Watch Group.

Attachments:

- 1. Standard Procedures for Responding to International Terrorist Acts Occurring within the United States.
- Roster of Working and Emergency Watch Groups

(With CONFIDENTIAL Attachment)

STANDARD PROCEDURES FOR RESPONDING TO INTERNATIONAL TERRORIST ACTS OCCURRING WITHIN THE UNITED STATES

- A. Any United States government agency in the Washington area receiving information about an international terrorist act* occurring within the United States will ensure that the following steps are taken:
 - 1. Notify FBI Headquarters (Phone number 202/393-7100), supplying as much information as possible.
 - 2. Notify the Deputy Director for Operations at Gutument of State Operations Center (Phone number 202/632-1512).
 - 3. Notify the White House Situation Room (Phone number 202/395-4185).
 - 4. Notify the Secret Service Intelligence Division (Phone number 202/964-2481).
- B. Any United States government agency not in the Washington area or any United States official who is not at his duty post receiving information concerning an international terrorist act will immediately notify the local office of the FBI, the telephone number of which is listed on the inside cover of telephone books. The local FBI officer will bear responsibility for feeding the information back to his headquarters, which will then put it into the Washington network outlined in A above. The FBI will normally have primary jurisdictional responsibility at the scene of the event.
- C. The State Department Operations Center, having received information of an international terrorist act, will immediately contact:

The Chairman of the Working Group (Ambassador Armin Meyer: 632-1030/244-7737)

The Chairman of the Emergency Watch Group (Assistant Secretary Joseph Donelan 632-3032/530-5529)

The Deputy Chairman of the Emergency Watch Group (Deputy Assistant Secretary Marvin Gentile 632-1536/384-9206)

An international terrorist act is for these purposes defined as an overt act involving the use of violence, or the serious and iscalment threat of such an act that requires issediate reaction; provided that the act has international political residications either because of its purpose or because of the individuals involved.

To double check the notification procedure the State Department Operations Center will notify:

FBI Headquarters (maintaining an open line) White House Situation Room Secret Service Intelligence Division NSA Command Center

- D. Any of the three officials above, or the Deputy Director for Operations at the State Department Operations Center will at his discretion convene the Emergency Watch Group(EWG), consisting of the agencies listed below, in the Operations Center (Room 7516) of the State Department. Each agency will be responsible for establishing procedures by which one of its responsible employees can be automatically designated for this duty. Alternatively, previously designated representatives should be telephoned directly.
 - 1. FBI, Domestic Intelligence Division (393-7100)
 - 2. Secret Service, Intelligence Division (964-2481)
 - 3. White House, Situation Room (395-4185)
 - 4. Treasury (393-0418)
 - 5. Transportation, FAA Communications Room (426-3333)
 - 6. Defense, National Military Command Center (697-8322)
 - 7. CTA, Situation Room (351-7551)
- E. The State Department Operations Center will make available the needed support for the establishment of an interagency group (see D above) as well as activating the State Department's own response. The State Department will be responsible for all contacts with foreign governments, foreign embassies and the press, receiving its general guidance from the Working Group. While an international terrorist act is in progress, all press questions should be referred to the State Department.
- F. The EWG will be the focal point for all information pertaining to the situation. Reports on events occurring at the scene, as well as plans for operations, will be forwarded as feasible by the FBI to the EWG. It will then be the responsibility of the EWG to keep the Working Group informed on all aspects. In general, the EWG will provide the communications facilities for the Working Group.
- G. It will be the responsibility of each individual agency to devise procedures whereby its own member of the Working Group is notified following receipt of the alert from the

State Department Operations Center as described in C above. The Chairman or any member of the Working Group may request the Group to meet. The EWG will provide the mechanism through which the notice of the meeting is given. The Working Group will be responsible for overall policy guidance. It will meet in Room 7516 of the State Department.

October 27, 1972



Office of the Attorney General Washington, B. C. 20530

November 10, 1972

Honorable Melvin R. Laird Secretary of Defense Washington, D. C.

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Dear Mr. Secretary:

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As you know, pursuant to the Presidential directive "To Divise Procedures for Reacting Swiftly and Effectively to Acts of Terrorism Which Occur, " the Cabinet Committee to Combat Terrorism has decided that the Federal Bureau of Investigation will have primary jurisdiction and overall responsibility for direction of operations when and if such acts occur and that other federal departments and agencies will assist in every appropriate way. During recent meetings of the Subcommittee of the Cabinet Committee to Combat Terrorism and in connection with these responsibilities, the Federal Bureau of Investigation has expressed the concern that in certain unlikely but foreseeable situations, such as a foreign embassy in the United States being taken over by a terrorist group, the Bureau might not have the capability of accomplishing its mission without assistance from the Department of Defense. Such needed assistance might be in the form of specialized equipment or weaponry, support personnel or even, as a last resort, the commitment of some federal troops.

I am writing this letter to summarize our oral understanding of the procedures that will be followed in the unusual event that support and assistance from the Department of Defense is required.

It a request from the Acting Director, Federal Bureau of Investigation, is limited to the loan of military equipment and/or weaponry, or members of the services functioning in a technical but not law enforcement capacity, such request can be made directly to the Under Secretary of the

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Army and the Under Secretary may respond on behalf of the Department of Defense. No Presidential authorization is necessary for this support. I understand that the Federal Bureau of Investigation is already in the process of making its potential needs known to the Department of Defense so that the material will be readily available without delay if needed.

If federal troops are required for any law enforce-2. ment activity in connection with this Agreement, the President must first authorize this commitment. If the President approves, troops may be made available for missions designated by the FBI pursuant to its responsibility for overall direction of operations, but actual command and operational control of the troops will remain with the military. I believe that we are both in agreement that there are already existing procedures in effect for the use of federal troops and such procedures are contained in a memorandum of understanding dated April I, 1969, and entitled, "Memorandum for the President re Interdepartmental Action Plan for Civil Disturbances, " which memorandum was signed by you and my predecessor, John N. Mitchell, and approved by the President. Although this memorandum is principally geared to situations involving a state request for assistance in controlling urban violence and disorder under Section 331 of Title 10, United States Code, the relationships it formalizes are equally applicable to other situations, including the situation above outlined. In general, the Attorney General after consultation with the Secretary of Defense will advise the President on the necessity for troop use, and the President's decision will be communicated to the Department of Defense as an Executive Order if troops are used under Chapter 15 of Title 10, United States Code, or incorporated into a memorandum from the Attorney General to the Department of Defense if troops are used pursuant to the Government's inherent authority to protect Federal property and functions.

Support furnished pursuant to this agreement shall be on a reimbursable basis in accordance with the Economy Act. 31 USC 686.

If you agree that this letter correctly sets forth our understanding would you please indicate your concurrence below and on the enclosed copy, which you can return.

Very truly yours,

Attorney General

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I concur.

Date:

Acting Director Federal Bureau. of Investigation

FROM : Deputy Attorney General

subject: Assignment of Investigative Jurisdiction: P. L. 92-539, "Act for the Protection of Poreign Officials and Official Guests of the United States." 86 Stat. 1070. Approved October 24, 1972

> Pursuant to the Attorney General's authority under 28 U.S.C. 533, responsibility for the Eederal investigation of all violations of P. L. 92-539, an "Act for the protection of foreign officials and official guests of the United States," 86 Stat. 1070, approved October 24, 1972, is assigned to the FBI. Such assignment takes cognizance of the potential need for Federal presence in cases where violations of the Act interfere with the conduct of foreign affairs, and in such cases Pederal jurisdiction concurrent with that of the several states will be exercised. However, the intent of Congress is clear that the vast bulk of common crimes against protected persons and premises is to continue to be handled by local law enforcement agencies.

Assignment herein of sole Federal jurisdiction to the FBI to investigate violations of this statute also takes cognizance of the protective responsibilities of the Department of the Treasury under 3 U.S.C. 202 and 18 U.S.C. 3056 and, thus, does not limit or interfere with the power of the Secretary of the Treasury in the discharge of his statutory protective responsibilities.

Since the FBI has primary jurisdiction and responsibility for conducting investigation in the United States bearing on the national security, nothing in this assignment shall be construed as

vesting concurrent investigative jurisdiction in any other agency with respect to investigations of individuals or organizations engaged in subversive or terrorist activity, including kneason, sabotage, espionage, counter-espionage, rebellion or insurrection, sedition, seditious conspiracy, neutrality matters, Foreign Agents Registration Act, or any other statute or Executive Order relating to national security. Any investigations required concerning subversive groups or individuals for any other reasons must be closely coordinated with and have the concurrence of the FBT in order to minimize interference with national security responsibilities.

Upon receipt of information indicating a violation or potential violation of the Act, the Federal Bureau of Investigation, after consulting with the Department of State and the appropriate United States Attorney, will determine whether Federal presence is warranted and will initiate such investigation as deemed necessary. The determination made and action initiated, if any, will be reported to the Criminal Division, the Internal Security Division, United States Attorney concerned, Secret Service, and Department of State without delay.

The Secret Service may take such action as may be necessary to facilitate determinations as to whether the President should exercise his powers under 3 U.S.C. 202 and 18 U.S.C. 3056. However, the FBI shall be advised by the Secret Service of the initiation of such action as soon as possible, and the results thereof.

The Bureau shall bring to the attention of the Criminal Division for conclusion any unresolved differences of opinion among the Bureau, Secret Service, Department of State and United States Attorneys concerning action or lack thereof by any of them. Distribution of reports and information to divisions of the Department, and advice on the prosecutive merit of a completed investigation will follow the same procedures as are now in effect with respect to bombing incidents.

In the interest of combatting terrorism, preventing terrorist attacks, and bringing the full force of the law to bear on members of groups who commit acts which interfere with the conduct of foreign affairs, the FBI should conduct and coordinate intelligence collection activities relating to terrorism and immediately assume full jurisdiction and responsibility in the event of a terrorist attack in the United States falling within the meaning of this Act.

WASHINGTON

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MEMORANDUM FOR THE PRESIDENT

COPTES TO:

Subject: Actions to Combat International

Terrorism

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V/SY V/CCT V/PRS In the six weeks since your creation of the Cabinet Committee to Combat Terrorism much has been accomplished in the areas of coordinating intelligence, establishing precautionary measures, developing contingency plans, seeking Congressional support, and securing international cooperation. Much remains to be done, and will be done, but substantial progress has been made.

Coordinating Intelligence. Mindful that prior information is the most effective defense against international terrorism, we have:

- Alerted all foreign reporting posts of the urgency our government attaches to combatting terrorism and urged them to give high priority to collecting and reporting terrorist intelligence.
- -- Established a procedure for evaluating the increased flow of information and providing regular reports to the Committee.
- -- Arranged the installation of secure teletypes between the Immigration and Naturalization Service and all involved agencies, thus speeding the flow of information.

Drafted: |s/CCT:AHMeyer:jp #21030:11/2/72

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Precautionary Measures. Visa, immigration and customs procedures have been tightened, as have been measures for protecting likely targets for terrorist attacks. We have:

- -- Suspended at least until January 1, 1973, the regulation allowing transit through the United States without visa. This suspension applies to every traveller on a non-discriminatory basis. In the past, approximately 600,000 visitors per year were allowed to spend up to 10 days crossing the United States without prior approval or screening. This loophole has been closed.
- -- Screened over 6,500 visa applications of individuals not personally and favorably known by our embassy personnel abroad. Of these applications: 4 have been refused entry to the United States including a known leader of an international terrorist organization, and 14 others are under study at this time for possible refusal.
- -- Temporarily increased the coverage of the Secret Service and Executive Protective Service to include: 15 additional foreign dignitaries; 15 additional fixed posts at Washington diplomatic missions; 23 additional UN missions in New York City.
- -- Together the Secret Service and EPS have, through overtime and cancelled leave, provided augmented protection equivalent to the service of 525 additional men.
- -- Alerted all post offices and likely targets of the increased letter bomb activities. Of the more than 80 letter bombs known to have been mailed internationally, 6 have been intercepted in the United States by alert customs and postal employees and citizens. None have caused injury except one which exploded prematurely while being examined by a suspicious postal clerk.

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Contingency Planning. If in spite of all our eff**Approved For Release 2003/05/29** tCIA-RDP80B01495R001406010601-8 ccur within the United States, we are preparing to deal with it as swiftly and as effectively as possible. We have:

- -- Agreed that whenever federal jurisdiction exists the FBI will be fully responsible for responding to international terrorist acts perpetrated in the United States. All federal Departments and Agencies have indicated their readiness to assist in every appropriate way. Mechanics for promot response to requests for equipment and men to operate such equipment are being worked out. Should troops be necessary, your authority would be required and obtained in accordance with the Memorandum of Understanding between Justice and Defense (April 29, 1969) for the use of troops in an insurrection.
- -- Appointed an Emergency Watch Group which, along with the Working Group of the Cabinet Committee, will be immediately assembled at the Department of State to provide guidance, coordinate action, and communicate with foreign governments which may be involved.
- -- Initiated discussions with selected diplomatic missions in Washington to plan specific responses to terroristic threats.
- -- Developed detailed contingency plans for responding to terrorist acts against United States diplomatic missions or installations abroad.

Congressional Support. The Cabinet Committee has fully supported the actions by Congress which have strengthened federal authority for dealing with terrorism, including:

- -- Senate advice and consent to ratification of the Montreal Convention to protect civil aviation from sabotage and other acts of violence and destruction.
- -- Congressional enactment of PL 92-539 making federal offenses of certain crimes against an additional 140,000 foreign officials and official guests who were not covered previously.

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To provide guidance for the effective implemen Approved For Release 2003/05/29 CIA-RDP80B01495R001400010001-5er
50 of its senior agents from throughout the country.
Meanwhile, the implications of this new law are being brought to the attention of all responsible authorities at the federal, state and local levels.

The United States has International Action. continued to press for international conventions, including those on the protection of diplomats, and effective enforcement of existing treaties designed to assure safety in civil aviation and to prevent the spread of international terrorism. At the United Nations, Ambassador Bush and I have discussed these subjects with many foreign ministers and, although there is continuing reluctance on the part of some nations to support our stand, we will continue to press for swift and vigorous international action. Meanwhile, at an International Civil Aviation Organization Council meeting on November I a resolution was passed by a 17 to 1 vote providing for the convening of a world diplomatic conference on air security August 21-September 11, 1973.

Future Work. While much has been accomplished by the Cabinet Committee, combating terrorism is a continuing campaign. We shall keep you informed of our progress.

William P. Rogers

DEPARTMENT OF STATE

Approved For Release 2003/05/29 ; CIA-RDP80B01495R001400010001-5

COMPIDENTIAL

TO:

The Secretary

November 2, 1972

FROM: S/CCT - Armin Mayer

Report of the Cabinet Committee to Combat Terrorism

In his September 25 memorandum establishing the Cabinet Committee to Combat Terrorism the President requested periodic progress reports. In the past six weeks much has been accomplished on the domestic and international fronts and it is an appropriate juncture to report to the President.

The members of the Working Group and through them the mambers of the Cabinet Committee to Combat Terrorism have reviewed and approved the attached memorandum.

Recommendation:

That you sign the attached Memorandum for the President.

Attachment:

Memorandum for the President.

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S/CCT: Gweathersby:n x21030:11/2/72

Clearances: L: Messrs. Bettauer & Willis

S/PC: Mr. Cargo A - Mr. Donelen NEA - Mr. Sisco

IO/UNP - Mr. Armitage A/SY - Mr. Gentile

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THE SECRETARY OF STATE

WASHINGTON

NEA

January 8, 1973

CONFIDENTIAL

COPIES TO:

MEMORANDUM FOR THE PRESIDENT

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Subject: Action Against International Terrorism

The Cabinet Committee to Combat Terrorism has been able to register further progress, beyond that described to you in our initial report of November 7.

- A. <u>Domestic Measures</u>. Consistent with its coordinating function, the Committee's major success has been in bringing into focus the wide range of problems with which international terrorism confronts us and in assuring maximum overall effectiveness as governmental agencies execute their respective responsibilities. Noteworthy achievements include:
- 1. Justice-DOD Agreement. An agreement, dated November 22, delineates how the Defense Department will make assistance available to the FBI in the event of a terrorist emergency. Other preparations: (a) draft Presidential Proclamation and Executive Order should troops be needed; (b) FBI equipment checks at Aberdeen and elsewhere; and (c) alerting of military commanders.
- 2. PL 92-539 Guidelines. In implementing the law providing federal "protection" for some 137,000 foreign officials, the FBI has been assigned the federal investigative jurisdiction concurrent with that already held by local law enforcement authorities. The latter have been so notified and 150 of them will confer at the FBI Academy in mid-January. State Department procedures for designating "official guests" have been published in the Federal Register.
- 3. PBI Contingency Plans. In the event of a terrorist strike, FDE agents are ready. A report on Loverber 24 of a passible "Lau-type massacre" at Chicago

COMPIDENTIAL

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airports proved false, but it was for FBI a useful dress rehearsal, e.g. command post set up in 15 minutes, and 160 agents in place in 40 minutes.

- 4. Protection at UN. In accordance with Ambassador Bush's request, the Executive Protective Service, despite budgetary and manpower stringencies, continued its coverage in New York until the end of the General Assembly. No significant incidents occurred.
- 5. Security for Diplomats. Talks continue with the Israeli, German, Indian and other diplomatic missions which might be vulnerable to terrorist attack. The Yugoslavs were satisfied with steps taken by the FBI to deter anti-Titoist demonstrations November 29.
- 6. Visa Vicilance. The suspension of the transit-without-visa practice has been extended until July 1, 1973. To date, 15,690 visa applications have undergone special screening. One Arab activist evaded the screening, but was promptly apprehended and persuaded to depart the country.
- 7. Letter Bombs. A valuable in-depth study of the letter bomb menace was produced by CIA. Special arrangements for alerting the Jewish community have been made. There have been no recent letter bomb incidents in the United States, but a batch of 72 letter bombs, many of them with American addressees, was intercepted by authorities in India.
- 8. DOT's Anti-Sky-Jacking. Given public and Congressional clamor following the Southern Airways episode, DOT's stiffered anti-hijacking program was announced December 5 and highly welcomed. It envisages 100 percent screening of passengers and hand luggage as of January 5. Meanwhile, State Department procedures for handling international sky-jacking activities have been updated.
- 9. Distilled Intelligence. A valuable weekly report summarizing and evaluating the voluminous influx of intelligence regarding international terrorism has

been developed by CIA. FBI is contributing a weekly input from its nationwide organization.

- B. International Measures. Most governments deplore international terrorism, but translating that abhorrence into a legal international consensus has been disheartening. Extraneous political factors came into rather reprehensible play when, despite the strenuous exertions of Ambassador Bush and his associates, the United Nations on December 12 voted 74 to 36 for a resolution to study terrorism's "underlying causes." As one European diplomat states, "We lost this battle, but the campaign must go on." -- both in the United Nations and outside. Encouraging developments include:
 - 1. NATO Consultations. In response to our suggestion, more than 50 experts from the United States and other NATO nations consulted regarding terrorism at Brussels December 13-14. Expanded cooperation is planned, e.g. intelligence machinery, information on visa rejections, anti-terrorist special units, and exploitation of scientific technology.
 - ingful aviation security enforcement convention at the January 9-30 meeting of the ICAO Legal Committee at Montreal. The French and others are reluctant to endorse sanctions, suggesting instead that states not accepting the obligations of the Hague Convention be expelled from ICAO. Worldwide revulsion against sky-jacking, punctuated by strong feelings of pilots everywhere, offers hope that ICAO will be more productive than the UN.
 - 3. Deterrence in Cuba. Of significant value is Cuba's increased antipathy toward American hijackers; U.S.-Cuban negotiations are in themselves having a deterrent effect.
 - 4. Canadian Cooperation. Canadian comradeship in the crusade against terrorism has been impressive -- at Brussels, at UNGA, at Montreal, and in bi-lateral

COMPLEMENTAL.

plans for discussing on January 8 trans-border antisky-jacking procedures. The Canadians registered appreciation for communications facilities which we made available during the Air Canada hijacking incident at Frankfurt.

5. Latin Cooperation. South American interest in cooperation against international terrorism has been reflected at UNGA, during discussions with the Inter-American Defense Board, and in the prospect of discussions with an ad hoc Committee of the Organization of American States.

Our judgment is that we are making progress against the recent upsurge of international terrorism. However, there are many goals still to be reached and we must continue our best team efforts. All of the agencies represented on the Cabinet Committee have participated wholeheartedly, and continue to do so. Your kind words following our last report have provided encouragement.

William P. Rogers

Drafted: S/CCT:AHMeyer:nm x21030, 1/4/73

Concurrences:

NEA - Mr. Sisco S/PC - Mr. Cargo L - Messrs. Boyd and Bettauer IO/UNP - Mr. Kimball A/SY - Mr. Gentile

ACTION MEMORANDUM

s/s JAN 5 1973

CONFIDENTIAL

TO: The Segretary

S/CCT - Armin H. Meyer FROM:

> Second Report to the President from the Cabinet Committee to Combat Terrorism

Consistent with the President's September 25 directive requesting periodic reports, there is attached a memorandum describing progress made by the Cabinet Committee to Combat Terrorism. It covers the period from the first such report, November 7, until the present.

The members of the Working Group and through them the members of the Cabinet Committee have reviewed and approved the attached progress report.

Recommendation:

That you sign the attached Memorandum for the President.

Attachment:

Memorandum for the President.

CONFIDENTIAL

Drafted by: S/CCT:AHMeyer:nm

x21030, 1/4/73

Concurrences:

NEA - Mr. Sisco X

S/PC - Tr. Cargo WT

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A/SY - . Gentile M

THE WHITE HOUSE

WASHINGTON

December 5, 1972

/CCT (ACTION)

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MEMORANDUM FOR

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THE SECRETARY OF STATE

Action to Combat Terrorism

I wish to commend you and those who serve on your Cabinet Committee for the excellent work you are doing in our campaign against politically inspired international terrorism. Although significant progress has been made, we must continue our efforts, in consultation with other governments, not only to prevent acts of terrorism but also to deal with them swiftly and effectively should they occur.

I am sending a copy of this memorandum to members of your Cabinet Committee so that they in turn may thank their staffs for assisting in our efforts to eliminate the threat of terrorism throughout the world.

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